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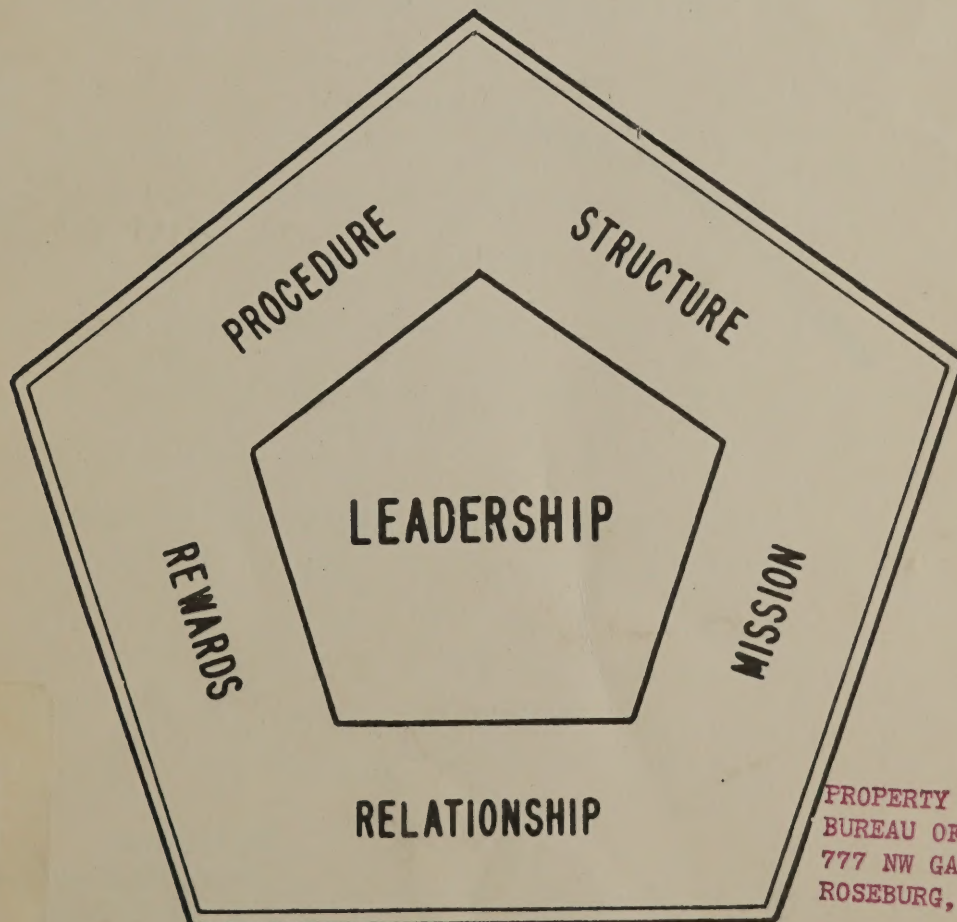
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# Organizational Development

## BLM Plan for Oregon & Washington



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Part III Bureau OD Policy - Five Year Budget Summary







Authority:

Public Law 95-454 Civil Service Reform

Bureau of Land Management Manual 3.1 Section 1253 dated

November 26, 1982.

Policy. Organization development concepts, principles, processes, and techniques serve as a management strategy for achieving organizational goals and objectives. Utilizing organization development as a management philosophy and process is the responsibility of all managers and supervisors. Current operating management policies in the Bureau (See BLM Manual Section 1211.07A) require that a participative management approach be used to foster positive attitudes among employees about their roles in and contribution to achieving the Bureau mission.

Introduction: The Oregon program and plan for organization development (OD) is an integral part of the Bureauwide OD program. National goals established for the Bureauwide program include:

- A. Increase organizational effectiveness and productivity;
- B. Improve methods of anticipating, identifying and solving problems;
- C. Use the data of natural work groups for generating the implementing change;



- D. Promote cooperation and interaction between work groups;
- E. Obtain an optimum balance between employees' goals and organizational goals;
- F. Foster an open, problem-solving climate throughout BLM;
- G. Effectively implement the Bureau Organization Development Model.

Responsibility and authority for the general direction of the OD Program are vested in the office of National Director and Associate Director as exercised through the office of Deputy Director for Management Services. Under the general guidance of the Deputy Director for Administration, the Chief, Organization Development is responsible for:

1. Developing, implementing, and administering the overall organization development program;
2. Providing leadership and guidance to Bureau organization development specialists and management officials;
3. Monitoring and evaluating Bureau organization development efforts;



6. Promote cooperation and interaction between units/groups

7. Obtain an optimum balance between employees' goals and organizational

goals

8. Foster an open, problem-solving climate throughout BLM

9. Effectively implement the Bureau Organization Development Model

Responsibility and authority for the general direction of the OD Program are vested in the Office of National Director and Associate Director as assigned through the Office of Deputy Director for Management Services. Under the general guidance of the Deputy Director for Administration, the Chief, Organization Development is responsible for:

1. Developing, implementing, and evaluating the overall organization

development program;

2. Providing leadership and guidance to Bureau organization development

specialists and management officials;

3. Monitoring and evaluating Bureau organization development efforts;

4. Advising Directorate on increasing organizational effectiveness through managing the human resource. This includes:
  - a. Collecting and analyzing human resource data;
  - b. Interpreting data and recommending management actions;
  - c. Working with management to insure decisionmaking processes are consistent with participative management strategies.
5. Assisting, advising and instructing BLM managers in all phases of the organization development program.
6. Providing staff support, advice, and assistance to the Bureau's Human Resource Development Committee.

Within the broad national framework, the Oregon State Director has authority and responsibility for:

1. Establishing, operating and maintaining an organizational development program within his area of jurisdiction according to standards and instructions contained in this Manual Section;
2. Designating a position or person responsible for the organization development program;

4. Advising Directorates on increasing organizational effectiveness through managing the human resource. This includes:

- a. Collecting and analyzing human resource data;
  - b. Interpreting data and recommending management actions;
  - c. Working with management to insure decisions on personnel are consistent with participative management strategies;
  - d. Assisting, advising and instructing all managers in all phases of the organizational development program;
  - e. Providing staff support, advice, and assistance to the Bureau's Human Resource Development Committee.
- Within the broad national framework, the Oregon State Director has authority and responsibility for:
1. Identifying, operating and maintaining an organizational development program within his area of jurisdiction according to standards and instructions contained in this Manual Section;
  2. Designating a position or person responsible for the organizational development program;



3. Providing appropriate leadership and budgetary support for all organization development efforts;
4. Developing an internal facilitator network.

The authority and responsibility of the State Director is exercised through the Deputy State Director of Administration. The Deputy Director for Administration provides general direction, supervision and support for the OD Specialist and the OD program at the state level.

The Organization Development Specialist is responsible to the State Director and Associate State Director through the Deputy Director for Administration for:

1. Developing an organization development program and implementation plan;
2. Providing organization development consultative services to managers and supervisors;
3. Providing organization development workshops in team building, problem solving and conflict resolution;
4. Identifying and providing organization development skills training for work groups;



5. Identifying and developing a network of trained facilitators throughout the state;

The Bureau of Land Management in the State of Oregon Washington is the

6. Sharing organization development resources Bureauwide.

District Managers are responsible for working with the State Director and the Organization Development Specialist to identify organization development needs, assistance and training. District Managers must also determine a process or method for supporting the District program in a manner that is planned, programmed and budgeted through the Annual Work Plan. All District Office organization development efforts must be documented and copies sent to the State Office Organization Development Specialist.

Since it is isolated and its field is in scattered parcels growing wide  
distances, its personnel must view themselves as isolated and  
underfunded. Outside Districts have substantially fewer staff, are farther  
away and since air travel is not available, are much more difficult to visit  
than inside Districts. Since outside Districts have more staff and more  
funds they are often perceived as having more status than inside Districts.

All but one District Office is comprised of a Manager, Associate Manager,  
Divisions of Resources, Operations and Administration and Resource Areas.  
Each of these units is made up of groups of professionals, often with strong  
occupational identities.





Part I Proposed State Plan for Organization Development

BACKGROUND AND PROBLEM

The Bureau of Land Management in the States of Oregon/Washington is the largest of the state level organizational units in the Bureau. It has over 1600 1500 employees and manages some 15-million acres of land. *employee / 1,500 ac.*

Oregon has contrasting land management situations which can create difficulties in organizational management and leadership efforts. The Cascade Mountain range divides the state and separates BLM Districts into eastside and westside. Also, the Spokane District, located in Washington State is over 400 miles from Portland. Spokane is considered an eastside District but is a great distance from its closest neighboring District. Since it is isolated and its land is in scattered parcels covering wide distances, its personnel sometimes perceive themselves as isolated and underfunded. Eastside Districts have substantially fewer staff, are farther apart and since air travel is not available, are much more difficult to visit than westside Districts. Since westside Districts have more staff and more funds they are often perceived as having more status than eastside Districts.

All but one District Office is comprised of a Manager, Associate Manager, Divisions of Resources, Operations and Administration and Resource Areas. Each of these units is made up of groups of professionals, often with strong occupational identities.





Often, District Managers and their associates must act as a third party in conflicts between individual staff, between formal work groups and between informal work groups. Without special training and/or experience, the resolution of such conflicts is hindered by professional self-interests, perceptions or personal power, pre-judgments and other attitudes or dispositions which are not consistent with the skills necessary for successful mediation, negotiation and peacemaking. The more complex an organization is the greater is the possible incidence of conflict. Diversity of work force: backgrounds, objectives, education and experience are all possible sources of conflict. High task orientation, productivity pressures, and stress also increase the incidence of conflict, perceptions of its importance and its potential for disruption or distraction. Specially designed OD services can do much to alleviate costs due to such eventualities and can help turn what would otherwise be costly liabilities into directed energies welding a stronger organization. To provide a background for this plan a series of individual and group interviews were conducted in the Oregon State Office and two eastside and two westside districts. Interviewees accounted for 17% of the work force and represented a diagonal cross section of the BLM-Oregon state organization. Several themes important to this plan were clearly emphasized by the results of the interviews:

1. Inadequate clarity exists among staff and supervisors concerning the mission of the BLM, its policies, procedures and operating systems. Many of the issues/concerns between staff and supervisors arise, in part, as a consequence of insufficient or inadequate information.





em 2 at the ~~top of~~ page 8 should read:

2. Beyond salary and other fringe benefits of the formal system, direct rewards to BLM employees are limited. Only uncommonly do employees seem to receive special informal recognition for day-to-day achievements and special efforts.
3. Work groups, whether formal or informal frequently exist because the concerned individuals are working on the same or similar tasks. In addition to communication difficulties due to different professional viewpoints, their individual and collective productivity may be hindered by a lack of balance between the development of their technical skills and inter-personal skills. Therefore, unwarranted relationship problems exist within and between many work groups.
4. Supervisors and managers who have gained their positions via the "technical" or "scientific" route often have little in-depth, continuing education in management, leadership or special means of motivating people and groups. The lack of what are called "people skills" sometimes results in mis-supervision, over-supervision or non-supervision.
5. Power in BLM seems to primarily flow top down. Furthermore many employees feel unheard, not consulted with and report they have little influence over their work.



1. Beyond salary and other fringe benefits, the formal system, direct

work to receive specific informal recognition for day-to-day

achievement and special efforts.

2. Work groups (informal or formal) frequently exist because the

concerned individuals are working on the same or similar tasks. In

addition to communication difficulties due to different professional

viewpoints, their individual and collective productivity may be

hindered by a lack of balance between the development of their

technical skills and interpersonal skills. Therefore, unbalanced

relationship problems exist within and between many work groups.

3. Supervisors and managers who have retained their positions via the

"technical" or "scientific" route often have little leadership

training education in management, leadership or general areas of

motivating people and groups. The lack of such an "active" people

skills" sometimes results in mis-supervision, over-supervision or

mis-supervision.

4. There is little to primarily flow top down. Furthermore many

employees feel unheard, not consulted with and report they have little

influence over their work.

6. Perhaps the most re-occurrent theme is that of "fairness". There is the appearance that policies and procedures are not applied equitably and there are complaints of favoritism and inconsistency. Some employees cope with such problems through covert power, either individually or in groups. They see "office politics" as the best method of getting work done.

7. BLM systems, i.e., PIPR, awards and the like appear employee-oriented in concept but often are used in ways that emphasize control over employees and are actually perceived as punitive by some.

8. Budget cuts, recent reductions in force, differences in value systems of younger employees have contributed to feelings of frustration, lowered morale and uncertainty about the future.

Employees in BLM care about the environment, they care about people and like their work. For the most part they seem to have a positive perception of the BLM at least as an organization that takes care of its people. The low trust, feelings of powerlessness, low morale and relationship problems identified in the assessment seem to stem from a lack of attention to organizational maintenance issues and processes. As is true of all organizations, BLM-Oregon has problems to solve but not at a magnitude substantially different from the rest of the Bureau.

Application of special, focussed OD efforts at this time could well bring BLM-Oregon to the top of the Bureau and gain the organization the recognition its managers and employees deserve.





## PROGRAM OBJECTIVES

Develop and implement a system for assessing organizational productivity and efficiency.

Develop survey feedback system for assessing organizational processes (people performance) in areas such as planning, decisionmaking, conflict and role clarity.

Develop and implement specifically designed OD training effort programs to assist managers and supervisors improve effectiveness in utilizing human resources.

Develop an intensive, OD utilization strategy to recruit, train and utilize a cadre of facilitators and organizational development specialists to serve Oregon Districts.

Conduct ongoing, applied OD interventions with selected Districts and the State Office.

## Method

Conducting an organization development program in Oregon will be both a difficult and challenging undertaking. While members of the organization seem in essential agreement about the sources and causes of their pain and frustrations, the intensity of resistance to confront those issues and concerns or to involve themselves in any long-term OD efforts is substantial.





In addition, eastside-westside differences contribute to problems of design and logistics. This plan attempts to account for as many of these factors as possible. However, it will require the active cooperation and involvement of managers in both the OSO and Districts.

Five major activities are central to this plan. The activities would be implemented to operate simultaneously to take advantage of overlap in process and content. They would combine to make up a comprehensive multi-faceted approach to goal achievement.

1. Specifically designed OD training strategy for key managers in the State Office and local districts. At a minimum, managers in groups of 30, would be involved in a series of 7 training exercises. Each session would be 4 days long. Included would be:

$$\begin{array}{r} 7 \times 4 = 28 \\ \times 10 \\ \hline 280 \text{ work} \end{array}$$

- a. Management, leadership and employee motivation
- b. Group development
- c. Conflict and power
- d. Decisionmaking and problem solving
- e. Communications
- f. Planning and change
- g. Work group and team building skills

2. Specifically designed OD training strategy for supervisors. This is planned as an intensive program covering much of the content of Activity I. However, here the sessions consist of 3, four-day

$$12 \times 30 = 360 \text{ days}$$





training activities and would include special writing skills for supervisors. This part of the total program could serve as many as 90 to 100 supervisors in a 9-week period spanning one calendar year.  $3 \times 4 = 12$

3. "Off the shelf" survey feedback programs will be used to assess organization performance, evaluate the O.D. effort and identify priorities for interventions. At the end of the first year a single survey approach will be selected to serve as a foundation for all such needs.

4. An intensive OD utilization strategy program will be developed and implemented in Oregon. This effort will include 2 intensive six week training sessions. One session would be conducted each fiscal year. Emphasis in the first year will be on organization membership and leadership with individuals and small groups. The second year's focus will be on organizational leadership, consulting, training and development. Those who participate in only the first session will have basic OD skills. Those who participate in both sessions may qualify as OD specialists.

18 specialists & 18 facilitators by 1987

5. Current OD on-site activities will be continued with other special efforts to be initiated on a priority basis as the nature of the situation requires.

This component plan is designed to be both intensive and extensive. It could involve some outside consulting assistance. However, it is anticipated that the possible need for such assistance would gradually be reduced to zero.







## Part II Explanation of Five Major Activity Steps

### Activity I

#### MANAGEMENT DEVELOPMENT

The needs analysis reported in this plan attests to the need to focus a major effort on managerial skill development. Few BLM senior managers have had any in-depth continuing education in knowledge and skills necessary to increase organizational effectiveness. Such knowledge and skills should be ensured and institutionalized so the Bureau can become more pro-active.

Providing an in-depth program for senior managers (SD, ASD, DSDs, DMs, ADMs, etc.) would 1) insure that the benefits of OD would be experienced in all Districts within a short time period, 2) increase the willingness of local managers to support long term efforts in their Districts and 3) provide a solid basis for a successful long term program of organizational development.

*come in to modify actions*  
Conducting interventions in one District at a time strains limited resources and at best would be a less effective method of effecting improvements.

*or 1,500*  
There are 1,600 employees in ten Districts and the State Office. OD programs of direct, face to face service and assistance are normally limited to groups of 25 to 30 people at one time and completing a comprehensive effort in a small District requires twelve to eighteen months. The alternative proposed here would affect the larger organization over a shorter period of time and would be much more cost effective in the long term.



## Content and Process:

The program will consist of a series of at least seven, 4 day learning activities. Each of these activities will be designed with a balance between content and work related simulations. Emphasis will be placed on re-entry that is, transfer of what is learned to the work place.

$$4 \times 7 = 28$$

Areas of content emphasis will include:

1. Management, Leadership , Motivation
2. Dynamics of work groups
3. Power, Conflict and Controversy
4. Decisionmaking and problem solving
5. Strategic planning and change
6. Interpersonal communications
7. Review of team and organization development and its applications

These are core areas; other areas may be substituted or added as needed.





## Resources:

1. Seven 4 day training sessions for 100 managers

$2800 \text{ man days} = 11 \text{ man years}$   
260

2. Personal Services

Outside assistance

5 days planning

5 days evaluate

56 days on site

66 days at 300 plus expenses

19,800

3. Materials (from outside)

5,000

4. Travel, per diem, space rental

140,000  $\div 2800 = 50/\text{DAY}$

5. Total Cost

164,800

Fiscal Year 1984

93,000

Fiscal Year 1985

74,800

Fiscal Year 1986

-0-

Fiscal Year 1987

-0-

Fiscal Year 1988

-0-





## Activity II

### SUPERVISOR DEVELOPMENT

First line supervisors, like BLM managers, have not had the opportunity for in-depth continuing education in the knowledge, understanding and skills needed to better manage, lead and motivate the BLM work force. Supervisors are a critical link between management and employees and present training programs for this group are limited in relation to their needs.

The rationale for a major education effort with this group is similar to that presented in Activity I. Moreover, the impact of the program outlined in Activity I would be greatly enhanced with the addition of this OD activity.

#### Purpose:

The purpose of this major activity is to provide basic OD training for supervisors that would improve their effectiveness with their managers and subordinates; enable them to cooperate with managers in building more effective work teams and be better able to implement Bureau systems (i.e., PIPRs, AWP).

#### Content and Process:

This part of the program consists of a series of training activities that emphasizes the following areas:



1. Communications, decisionmaking, problem solving and interviewing.

2. Management, leadership behavior with individuals and groups  
(introductory).

3. Administrative skills, i.e., effective writing, performance appraisal,  
job design, task analysis and time management.

3 days planning

3 days drafting

12 days on site

22 days at \$300 per day plus expenses 7,400

7. Materials 17,500

4. Travel, per diem, meals rental 25,100

1. Total Cost 81,000

Fiscal Year 1984 81,600

Fiscal Year 1985 -0-

Fiscal Year 1986 -0-

Fiscal Year 1987 -0-

Fiscal Year 1988 -0-





This effort will consist of three, four-day sessions spanning about 26 weeks.

# APPENDIX

## Resources:

1. Three, four-day sessions for 100 supervisors

$$12 \times 100 = 1200 \text{ man days}$$

$$260 = 5 \text{ man yrs.}$$

2. Outside assistance

5 days planning

5 days debrief

12 days on site

22 days at \$300 per day plus expenses 7,000

3. Materials 11,000

4. Travel, per diem, space rental

65,000

$$\div 1200 = \$54/\text{day}$$

5. Total Cost

83,600

Fiscal Year 1984

83,600

Fiscal Year 1985

-0-

Fiscal Year 1986

-0-

Fiscal Year 1987

-0-

Fiscal Year 1988

-0-





### Activity III ORGANIZATIONAL ASSESSMENT AND CHANGE: A SURVEY FEEDBACK

#### APPROACH

##### Rationale:

The Bureau Manual requires both a comprehensive plan for OD and a method for evaluating the OD program. In addition to this, Bureau policy requires the gathering, analyzing and reporting of human resource data for use in advising the directorate on ways of improving organizational effectiveness. Moreover, since BLM in Oregon is a large organization, a system which will provide quick followup after data collection is needed. There are numerous complaints from employees concerning the lack of follow-up when people do take time to answer questionnaires. The survey feedback system would augment Activities I and II and allow for short term high impact follow-up.

##### Purpose:

The purpose of this activity is to provide Oregon BLM with a system for assessing organizational performance, employee performance and the impact of the OD program. The activity will also provide for timely follow-up activities after data collection.

##### Content and Process:

This survey feedback system would involve all employees and managers in gathering, analyzing and acting on data. The system:



1. Identifies systems issues from

Total organization

Divisions

Branches

Work Units

2. Helps with decisions about whether structural changes, process consultation and/or training activities are needed.

3. Provides an objective baseline measure on organizational effectiveness and people performance.

4. Establishes, communicates and monitors the links between work team performance and organization goal achievement.

5. Identifies productivity inhibitors and contributors.

6. Enables executives to pinpoint areas of needed concentration for organizational impact.

The system is known to be offered by only a single vendor. It has been endorsed by Dr. Ronald Lippit and other leaders in the field of group dynamics and organizational development.

It is proposed that the system be used with the State Office during FY 1984 and be put to use on an expanded statewide basis in subsequent years depending on FY 84 results.





## Resources:

### Work materials, data analysis and follow-up activities:

Fiscal Year 1984	22,000*
Fiscal Year 1985	88,000
Fiscal Year 1986	88,000
Fiscal Year 1987	22,000
Fiscal Year 1988	44,000

\*This system would be used with the OSO in 1984 and then four Districts each year until all Districts have been served. During year four and beyond an annual audit would be conducted on a sampling basis for the Oregon-Washington BLM. This activity will cost approximately \$200 per person.  $\times 1600 = \$320,000$





#### Activity IV

#### OD SPECIALIST TRAINING

##### Rationale:

This activity is necessary for long term success of the OD program. Oregon BLM has a need for OD practitioners, and outside consultants are expensive. Furthermore, development of a cadre of trained OD facilitators would enable Oregon to engage in long term OD follow-up activities that are not affordable when outside consultants are used on a continuing basis.

A cadre of such people would also be of significant value Bureauwide. Finally, BLM employees who become certifiable OD specialists would expand their career opportunities within the Bureau, Department of Interior and the Federal Government.

##### Intention:

The purpose of this activity is to train 18 certifiable OD specialists and 18 facilitators by the end of FY 87. These people would become a team that will be used to maintain and expand the OD program in Oregon and be available to other states. OD would be either a collateral duty or full time position as appropriate and/or needed.

##### Content and Process:

The following diagram page is provided as one way to understand the flow of the program. Each of the cells represents an area of content emphasis (ACE).





Looking across the top of the grid you see three organization conditions in which people work with other people.

+ ONE-TO-ONE RELATIONSHIPS

This includes a casual friendship's extensive long-term mutual working relationships. The primary objective here is to help people become more effective wherever they are, whatever the nature of their one to one relationships, to develop content, expertise and skill in communication skills, and inter-personal skills.

+ SMALL GROUPS, COMMITTEES, CLASSROOMS

Much of work life is spent in meetings of one kind or another. The OD Specialist needs to be able to facilitate meetings and other group situations from several positions: as a member, leader and as an in-house consultant. What works in a one-to-one relationship may or may not work in a committee. In addition, special skills and theory are provided which are essential to effective functioning within an organization.

+ ORGANIZATIONS AND LARGE SYSTEMS

Employees of large organizations either directly or indirectly could be called on to be helpful, in one of several capacities, to a





large component of the Bureau or the Bureau itself. This is particularly true of the OD Specialist. Therefore, skills, knowledge and experience especially designed to provide this expertise are provided.

# ONE-TO-ONE RELATIONSHIPS

# SMALL GROUPS/ COMMITTEES

# ORGANIZATIONS SYSTEMS

M  
E  
M  
B  
E  
R

HUMAN  
RELATIONSHIPS  
Human Relations Training

GROUP  
MEMBER  
Membership Theory & Skills

ORGANIZATIONAL  
MEMBER  
Organization Theory &  
Membership in Organizations

L  
E  
A  
D  
E  
R

BASIC  
HELPING & COUNSELING  
Power and Conflict  
Helper Theory & Skill Practice  
Counseling Theories

GROUP  
LEADERSHIP  
Group Leadership  
Theory & Skills

SUPERVISION &  
MANAGEMENT  
Supervision & Management  
Theory & Skills  
Statistics

C  
O  
N  
S  
U  
L  
T  
A  
N  
T

THIRD PARTY  
CONSULTATION  
Third Party Conflict Theory  
& Skill Practice

TRAINING &  
DESIGNING  
Training & Consulting  
Theory & Practice

ORGANIZATION  
DEVELOPMENT  
O.D. Theory & Skills  
Laboratory Education &  
Design Skills

ACTION  
RESEARCH

*Future?*  
VALUES

POWER

HUMAN  
CONFLICT

## MAJOR THEMES





Looking at the chart, three basic roles for individuals in an organization are presented. Everyone is a member of the organization, some are both members and either leaders or in consultative positions, a few are in all three roles.

#### OD SKILLS AND THEORY FOR MEMBERS

The most frequent level of involvement is as a member of an organization. Emphasis here is on non-leaders, non-consultative roles; that is most of the work force which makes up work groups and the organizations itself. In this role an employee may have little status or authority beyond that implied by or generated from their expertise or perceived expertise.

#### OD SKILLS AND THEORY FOR LEADERS (ESPECIALLY MANAGERS AND SUPERVISORS)

Here the emphasis is on designated leaders (helpers, group leaders, or managers) and these roles require special theory and skills.

Influencing people from a position of power requires a significant understanding of concepts and abilities peculiar to leadership.

#### CONSULTANT SKILLS AND THEORY

This can be the most complex level of involvement in an organization, as it introduces issues like: How to get entry in an existent work





group or organization element; how to establish work contracts; how to best develop relationships with those using your skills and services and so on. Various theories and skills apply whether you are working with as few as two other people (such as THIRD PARTY INVOLVEMENT), a group (such as TRAINING or WORKSHOPS), or an entire organization (as in implementing whole ORGANIZATION DEVELOPMENT strategies).

The program basically moves participants through the MEMBER level first on the theory that as individuals become more effective members, they are likely to be more effective leaders or consultants. The next step is to the LEADER and to the CONSULTANT levels. The consultant level is potentially the most complicated of levels. There is self-assessment at the end of each category or activities leading to a more thorough assessment session at the end of the program.

#### MAJOR THEMES

The four boxes at the bottom of the chart, Action Research, <sup>values?</sup> Futuring, Power and Human Conflict are four themes which exist in all work in all organization environments or situations. Each has its own data base, theories, and skill areas which can be used to heighten ability to work with people in organizations to achieve the highest levels of effectiveness.





Participants would be selected on a competitive basis. Applicants would be screened by a panel with final selections made by a management committee designated by the SD. It is anticipated that employees selected for the program could choose to participate in only the first training session or in both the first and the advanced sessions.

In order to ensure the highest long-range impact, the two six-week sessions would be scheduled one-year apart. In between sessions, participants would apply what they've learned in their work environment, complete additional readings and written assignments, prepare for later progress reviews, and design an action evaluation that would be implemented and assessed after the second six-week period.

#### Resources

1. 18 employees for 30 days each of two years (Training?)
2. Outside assistance

#### Year One:

Three @ 300 per day

plus expenses for 30 days = 27,000

#### Year Two:

Three @ 300 per day

plus expenses for 30 days = 27,000

#### Year Three:





One @ 300 per day

for 30 days plus expenses = 9,000

Year Four:

-0-

3. Materials (per year) 4,000

4. Travel, per diem, space rental

25 employees for 42 days each year = 50,000



## Activity V

### ONGOING ACTIVITIES

There are several interventions either underway or in the planning stages. In addition to continuing these efforts, other activities are required of the OD specialist and are outlined in the BLM Manual and elsewhere in this State Plan Document. These responsibilities must be pursued along with other state plan activities. As Oregon develops its own resources for OD, other areas of need will likely emerge and the State OD specialist will play a central role in addressing those needs.

#### Resources:

- |                        |               |
|------------------------|---------------|
| 1. State OD Specialist | 12 workmonths |
| 2. Materials           | 6,000         |
| 3. Travel              | 10,000        |







UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

MANUAL TRANSMITTAL SHEET

Release

1-1268

Date

11/26/82

Subject

1253 - ORGANIZATION DEVELOPMENT

1. Explanation of Material Transmitted: This release contains a completely new Manual Section covering Organization Development.
2. Report Required: None
3. Material Superseded: None
4. Filing Instructions: After the attached sheets have been filed as directed, this Transmittal Sheet may be discarded.

REMOVE:

None

INSERT:

1253

(Total: 8 Sheets)

*Arnold E. Petty*  
Associate Director  
Acting







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    - A. Maintains State of the Art
    - B. Provides Mutual Support
    - C. Shares Expertise
  - .14 Program Evaluation
  - .15 Organization Development Training
- .2 State Office
  - .21 Organization Placement
  - .22 Programming and Budgeting
    - A. Considerations
    - B. Programs
  - .23 Specialist Development
    - A. Knowledge
    - B. Skills
  - .24 Facilitator Development
  - .25 Other Related Training





## 1253 - ORGANIZATION DEVELOPMENT

.3 District Office

## .31 Support

## .32 Programming and Budgeting

## A. Considerations

## B. Programs

.4 External Consultant Services

## .41 Requirements

## .42 Guidelines

Illustrations

## 1. BLM OD Model

C. Use the data of natural work groups for generating and implementing change;

D. Promote cooperation and interaction between work groups;

E. Obtain an optimum balance between employees' goals and organizational goals;

F. Foster an open, problem-solving climate throughout BLM;

G. Effectively implement the Bureau Organization Development Model (Illustration 1).

01 Authority. Public Law 93-454 Civil Service Reform Act of 1978 and 1975 Departmental Manual 3.1.

## .04 Responsibility.

A. The Director and Associate Director are responsible for the overall direction of the organization development program. This responsibility is exercised through the Assistant Director, Administration.

B. Deputy Directors are responsible for the general direction of the organization development program within their assigned areas of responsibility.

C. Assistant Directors are responsible for the specific direction and execution of the organization development program within their assigned areas of responsibility.

D. Assistant Director, Administration, through the Chief, Organization Development Staff, is also responsible for establishing, conducting, maintaining, and evaluating the Bureau-wide organization development program.

E. Chief, Organization Development Staff, under general guidance of the Assistant Director, Administration, is responsible for:





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.01 Purpose. This Section describes the BLM organization development program and provides guidance for the implementation of the program.

.02 Objectives. The objectives of the organization development program are to:

- A. Increase organizational effectiveness and productivity;
- B. Improve methods of anticipating, identifying, and solving problems;
- C. Use the data of natural work groups for generating and implementing change;
- D. Promote cooperation and interaction between work groups;
- E. Obtain an optimum balance between employees' goals and organizational goals;
- F. Foster an open, problem-solving climate throughout BLM;
- G. Effectively implement the Bureau Organization Development Model (Illustration 1).

.03 Authority. Public Law 95-454 Civil Service Reform Act of 1978 and 235 Departmental Manual 3.1.

.04 Responsibility.

- A. The Director and Associate Director are responsible for the overall direction of the organization development program. This responsibility is exercised through the Assistant Director, Administration.
- B. Deputy Directors are responsible for the general direction of the organization development program within their assigned areas of responsibility.
- C. Assistant Directors are responsible for the specific direction and leadership of the organization development program within their assigned areas of responsibility.
- D. Assistant Director, Administration, through the Chief, Organization Development Staff, is also responsible for establishing, conducting, maintaining, and evaluating the Bureauwide organization development program.
- E. Chief, Organization Development Staff, under general guidance of the Assistant Director, Administration, is responsible for:







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1. Developing, implementing, and administering the overall organization development program;

2. Providing leadership and guidance to Bureau organization development specialists and management officials;

3. Monitoring and evaluating Bureau organization development efforts;

4. Advising Directorate on increasing organizational effectiveness through managing the human resource. This includes:

a. Collecting and analyzing human resource data;

b. Interpreting data and recommending management actions;

c. Working with management to insure decision-making processes are consistent with participative management strategies.

5. Assisting, advising, and instructing BLM managers in all phases of the organization development program.

6. Providing staff support, advice, and assistance to the Bureau's Human Resource Development Committee.

F. Service Center Director is responsible for providing support to the Washington Office Organization Development Staff.

G. State Directors, Service Center Director, and BLM Director - Boise Interagency Fire Center, are responsible for establishing, operating, and maintaining an organization development program within their areas of jurisdiction according to standards and instructions contained in this Manual Section. They are also responsible for:

1. Designating a position or person responsible for the organization development program.

2. Providing appropriate leadership and budgetary support for all organization development efforts;

3. Developing an internal facilitator network.

H. Human Resource Development Committee is composed of the Associate Director (Chairperson), Deputy Director, Lands and Renewable Resources (Co-chair person), Deputy Director for Management Services, and Deputy Director for Energy and Mineral Resources (ad hoc members), State Director, Arizona, two other State Directors, the Service Center Director, the BLM Director-BIFC, Assistant Director for Administration, and the Assistant Director, Mineral Resources. This committee is responsible for:





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1. Recommending organization development policies and procedures to the Director;
2. Monitoring and evaluating the organization development program and providing feedback to the Director;
3. Reviewing the organization development training program and recommending changes or modifications.

I. Each State Office Organization Development Specialist is responsible for:

1. Developing an organization development program and implementation plan;
2. Providing organization development consultative services to managers and supervisors;
3. Providing organization development workshops in team building, problem solving, and conflict resolution;
4. Identifying and providing organization development skills training for work groups;
5. Identifying and developing a network of trained facilitators throughout the State;
6. Sharing organization development resources Bureauwide.

J. Organization Development Facilitators are responsible for assisting managers, supervisors, and work groups to identify problems and develop action plans for resolution.

.05 Definitions.

A. Organization Development: a long-range effort to improve an organization's problem solving processes and organizational environment through a collaborative management approach which utilizes various applied behavioral science technologies and may require a change agent.

B. Collaborative Management: employees are involved and actively participate in the problem solving and decision-making process.

C. Change Agent: A qualified organization development specialist, management specialist, or facilitator who is responsible for initiating an organization development effort.





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.06 Policy. Organization development concepts, principles, processes, and techniques serve as a management strategy for achieving organizational goals and objectives. Utilizing organization development as a management philosophy and process is the responsibility of all managers and supervisors. Current operating management policies in the Bureau (See BLM Manual Section 1211.07A) require that a participative management approach be used to foster positive attitudes among employees about their roles in and contribution to achieving the Bureau mission.

.07 Assumptions and Limitations.

A. Assumptions;

1. Planned organizational change is working on problems and not a training program.
2. Successful organization development efforts are based upon supporting human resource management skills and practices;
3. People tend to support what they help create;
4. All employees desire to contribute ideas for improvement given the proper environment;
5. Effective organization development efforts demand time and hard work to implement successful change;
6. Most people wish to be accepted and to interact cooperatively with at least one small reference group;
7. The level of interpersonal trust, support, and cooperation is much lower in most groups and organizations than is either necessary or desirable, in spite of drives toward these same qualities;
8. Win/lose conflict strategies are not optimal in the long run to solve most organizational problems;
9. Organization development is a way of achieving the work by implementing work methods and organization structures, and by improving work team effectiveness and managerial capabilities.

B. Limitations.

1. Miracles are unlikely to happen overnight. Organization development workshops are not a panacea to solve every problem;
2. Some situations, problems, and opportunities are difficult to change because there are non-negotiable and uncontrollable factors operating;
3. Suppressed feelings and attitudes adversely affect problem solving, personal growth, and job satisfaction.







.1 Headquarters Office. Leadership for the Bureau's organization development program is provided through a headquarters staff. In addition to the policy and guidance established in this Manual Section and the functional responsibilities stated in BLM Manual Section 1211, the headquarters office is responsible for maintaining and operating a viable Bureauwide organization development program.

.11 Organizational Placement. Organization development staff reports to the Assistant Director, Administration.

.12 Programming and Budgeting. Bureau efforts must be planned and budgeted through the annual work planning process.

.13 Internal Network. The Chief, Organization Development Staff, schedules periodic meetings of all organization development specialists.

A. State of the Art. Ensures latest concepts, strategies and applications are shared with organization development specialists.

B. Mutual Support. Maintains a list of organization development practitioners and facilitators for Bureauwide sharing.

C. Expertise. Develops a process for sharing successful and unsuccessful organization development interventions and techniques.

.14 Program Evaluation. Efforts are evaluated as part of the general management evaluation process.

.15 Organization Development Training. Develops and maintains internal organization development curriculum for managers, organization development specialists, facilitators, and employees.





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.2 State Office. Each State Office Director must establish an organization development program.

.21 Organization Placement. Organization development functions must be placed in Division of Administration and report to the Chief, Administration when a full time position is established.

.22 Programming and Budgeting. State efforts must be planned and budgeted through the annual work planning process.

A. Considerations. The organization development effort should:

1. New Programs. Integrate newly developed programs within existing systems.

2. Cost. Utilize internal capability or other governmental assistance whenever possible.

3. Benefits. Develop cost benefit analysis for major organization development workshops and programs.

B. Programs.

1. Approval. All State programs must be approved by the State Director.

2. Content. All program proposals must include:

a. List of stated objectives;

b. Description of data collection methods;

c. Description of organization development techniques or interventions;

d. Implementation strategy;

e. Expected results;

f. Follow up and evaluation procedures.

3. Documentation.

a. Documenting organization development interventions is the responsibility of the requesting manager.

b. The State Office organization development specialist must maintain a file of all efforts in the State.





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.23 Specialist Development. Each State Office organization development specialist must have a comprehensive 3 year employee development plan. This plan must be designed to assist the specialist in accomplishing the following critical job elements:

A. Knowledge. Working knowledge of organization development including organizational behavior (individual, group, intergroup, and active organization).

B. Skills. The organization development specialist must:

1. Analyze information and diagnose organizational problems;
2. Develop and conduct team building sessions;
3. Resolve individual and intergroup conflict;
4. Design, implement, and manage a long-term State OD program.
5. Comprehend, communicate, and implement OD concepts, theories, principles, models, and interventions;
6. Foster and maintain effective interpersonal relations;
7. Evaluate the immediate and long-range results of programs and efforts.

.24 Facilitator Development.

A. Selection Process: Each State Director must develop a formal and competitive selection process for facilitators.

B. Facilitator Training: Facilitators must complete a basic facilitator training course before performing any facilitative duties.

C. Location: Facilitators must be located throughout the State organization and there must be an adequately trained pool to meet the needs of managers and work groups.

D. Duties: Facilitator duties are collateral duties and are not full-time jobs.

.25 Other Related Training. The State Office organization development specialist in conjunction with the State Training Officer must assist managers and work groups to determine specific organization development training needs and skills development opportunities.







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.3 District Office. Each District Manager must work with the State Director and State Office organization development specialist to identify organization development needs, assistance, and training.

.31 Support. Each District Manager must determine a process or method for supporting the District's program. Designated employees, collateral duty assignments, committees, and management teams are some of the ways to support programs within existing resource allocations.

.32 Programming and Budgeting. District Office efforts must be planned, programmed, and budgeted through the annual work planning process.

A. Considerations. (See State Office Considerations, .22A).

B. Programs.

1. Approval. All District Office programs must be approved by the District Manager.

2. Content. (See State Office Content .22B2).

3. Documentation. Each District Manager must document all District organization development efforts and send copies of documents to the State Office organization development specialist.





.4 External Consultant Services. Based on individual organizational needs the use of external consultants is allowed.

.41 Requirements. The requirements for using external consultants must follow certain criteria.

- A. Every contract proposal must be fully justified in writing;
- B. Requested services are not duplicative of previously performed work;
- C. Work statements are specific, measurable, and specify a fixed period for the work to be performed;
- D. Each procurement is competitively awarded to ensure reasonable costs;
- E. Appropriate disclosure statements and warning provisions are given to performers to avoid conflict of interest situations;
- F. Awards are properly administered and monitored to ensure performance and delivery satisfies work requirements;
- G. External consultants must be selected in the most economical way possible.
- H. As internal capability increases and internal networks are operational, the use of external consultants must be reduced.

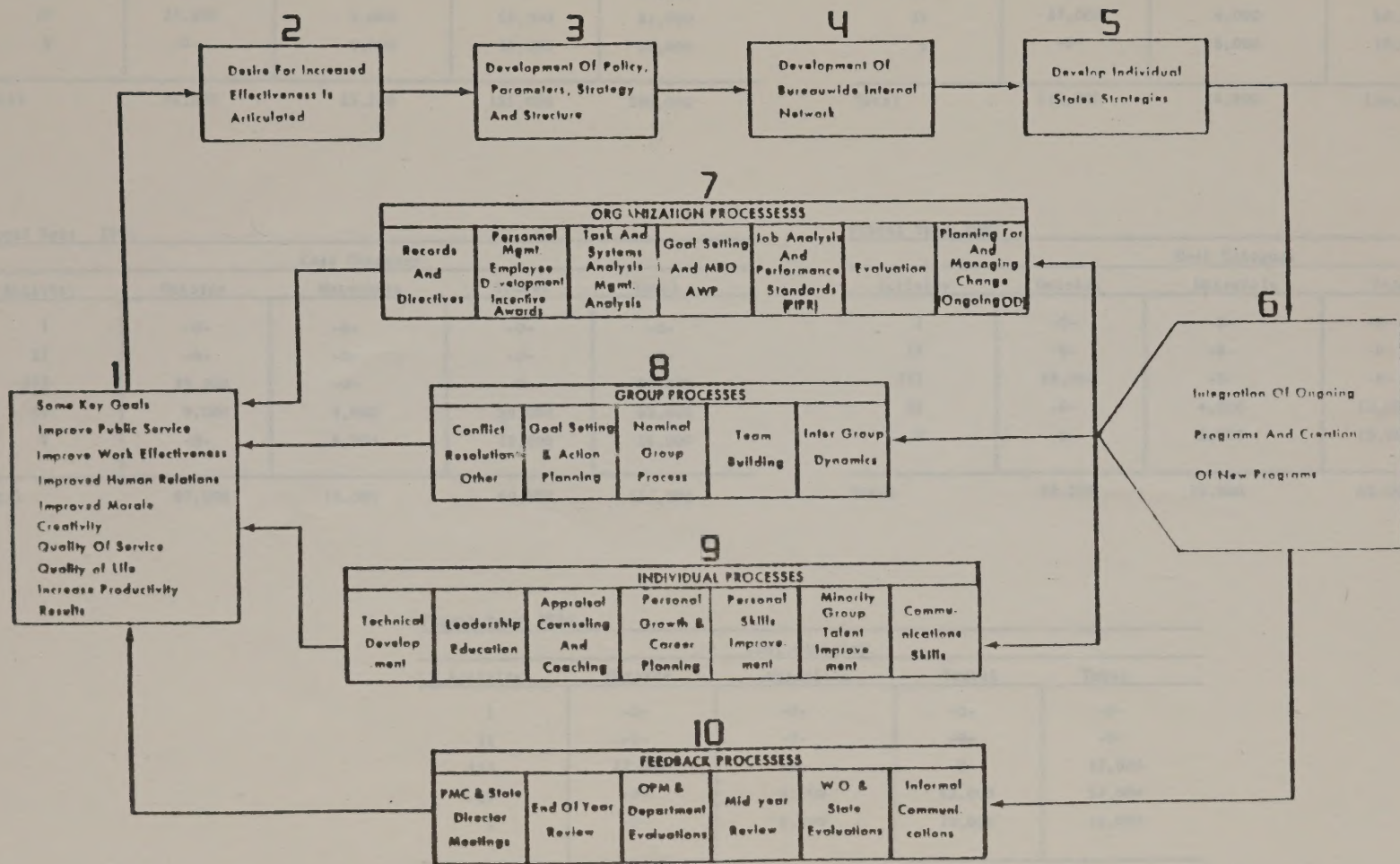
.42 Guidelines. The decision to use external consultants is usually predicated on one of the following situations.

- A. The organization is limited in resources and cannot afford a full-time internal specialist;
- B. The organization requires assistance for a short period of time;
- C. The internal specialist lacks either the specific expertise or broad experience required for a particular situation or problem;
- D. The political atmosphere surrounding a specific problem requires organizational neutrality and objectivity;
- E. The manager desires an outside opinion on a major decision in addition to the internal specialists recommendations.





## BLM OD Model



BLM OD MODEL

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Illustration 1  
(.026)







Organization Development  
Budget Projection  
Five Year Plan

Fiscal Year 1984

Cost Category				
Activity	Outside	Materials	Travel	Total
I	19,800	4,200	70,000	94,000
II	7,000	11,000	65,000	83,000
III	22,000	-0-	-0-	22,000
IV	27,000	4,000	50,000	81,000
V	-0-	6,000	10,000	16,000
Total	75,800	25,200	195,000	296,000

Fiscal Year 1985

Cost Category				
Activity	Outside	Materials	Travel	Total
I	-0-	4,800	70,000	74,800
II	-0-	-0-	-0-	-0-
III	88,000	-0-	-0-	88,000
IV	27,000	4,000	50,000	81,000
V	-0-	6,000	10,000	16,000
Total	115,000	14,800	130,000	259,800

Fiscal Year 1986

Cost Category				
Activity	Outside	Materials	Travel	Total
I	-0-	-0-	-0-	-0-
II	-0-	-0-	-0-	-0-
III	88,000	-0-	-0-	88,000
IV	9,000	4,000	50,000	63,000
V	-0-	6,000	10,000	16,000
Total	97,000	10,000	60,000	167,000

Fiscal Year 1987

Cost Category				
Activity	Outside	Materials	Travel	Total
I	-0-	-0-	-0-	-0-
II	-0-	-0-	-0-	-0-
III	88,000	-0-	-0-	88,000
IV	-0-	4,000	50,000	54,000
V	-0-	6,000	10,000	16,000
Total	88,000	10,000	60,000	158,000

Fiscal Year 1988

Cost Category				
Activity	Outside	Materials	Travel	Total
I	-0-	-0-	-0-	-0-
II	-0-	-0-	-0-	-0-
III	42,000	-0-	-0-	42,000
IV	-0-	4,000	50,000	54,000
V	-0-	6,000	10,000	16,000
Total	42,000	10,000	60,000	112,000







